

DATE

TRANSMITTAL SLIP

TO: Mr. Marengo

7 E 32

ROOM NO.

BUILDING

REMARKS:

(914 is my advance -
guessing, and is not yet
in the works.)

FROM: 

ROOM NO.

BUILDING

EXTENSION

~~SECRET~~

12 January 1962

MEMORANDUM FOR: C/CA
 Attention:
 SUBJECT: State Department Guideline Papers

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1. To help clarify some of the confusion that has arisen concerning the State Department guideline papers, Mr. Battle yesterday issued a new memorandum on the procedures to be followed in their preparation. A copy of the new memorandum is attached as well as a copy of the previous memorandum, the one dated 9 November 1961. (I did not realize that copies of the 9 November memorandum had not automatically found their way to CIA).

2. One of the principal points of confusion has stemmed from Para. 3 in the 9 November paper. This states that "The Under Secretary will recommend in his memorandum transmitting the new guideline paper to the White House that the President rescind the pertinent NSC paper or papers and that the other departments of government be so informed." The inclusion of this sentence in Paragraph 3 of a 7-paragraph procedure contributed to premature notice going to the White House to rescind some of the obsolete NSC papers when the new guideline papers were not yet near completion. The 11 January memorandum from Mr. Battle corrects this point.

3. I have asked the Secretariat to prepare a list of the guideline papers that are at present in process and an indication, preferably in chart form, of the progress each paper has made towards attaining final form and approval.

4. It appears possible that the function of initiating, scheduling, and coordinating the guideline papers will shift from the Under Secretary's office to Mr. Rostow's Policy Planning Council. Mr. John Ford, a very methodical and competent Foreign Service officer who organized the Follow-up procedures in the Operations Center, is scheduled to move to Mr. Rostow's staff to be Executive Secretary of the Planning Council. (The exact title is not yet firm.) He would then become the central point of contact for the guideline papers. At the moment, however, in the Secretariat keeps track of guideline papers among her other responsibilities.

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cc:

- 2 - C/CA w/Atts
- 1 - DDI w/Atts
- 2 - DDP Files w/Att
- 1 - Chrono wo/Atts

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DEPARTMENT OF STATE

EXECUTIVE SECRETARIAT

January 11, 1962

MEMORANDUM FOR: ALL ASSISTANT SECRETARIES

FROM:

S/S - L. D. Battle *LD*Procedures for Preparation and Submission of Guideline Papers

The following revises my memorandum of November 9, 1961 with respect to procedures for the preparation and submission of guideline papers:

1. The regional bureaus will be responsible for preparing the initial draft of guideline papers. This responsibility will also include:
 - a) Securing informal comments at the working level from other interested agencies; (in determining which outside agencies should be consulted, originating bureaus may find it useful to refer to section 3a below for a list of agencies from which formal comment will later be requested. This list should be used as a guide only and should not be considered necessarily as exclusive.)
 - b) Obtaining the views of appropriate US Missions abroad; and
 - c) Securing the clearance of all interested bureaus within the Department. These clearances will include AID, G/PM, and, as appropriate, the Peace Corps.
2. After full Departmental clearance has been obtained at the bureau level, five copies of the draft policy guideline paper will be sent through S/S to the Under Secretary for Political Affairs before the established target date. The covering memorandum from the Assistant Secretary of the originating bureau will indicate:
 - a) Which clearances have been obtained in the Department;
 - b) Which points of substantial disagreement on the initial draft exist within the Department;
 - c) Which points of substantial disagreement on the initial draft, if any, have been brought to the attention of the Department through working level contacts with other agencies and which of these can be expected to be the subject of formal comment by these agencies.
 - d) Which outside agencies, other than those listed in 3a below, the bureau considers should have an opportunity to comment.
 - e) Which

- e) Which NSC paper or papers will be superseded by the guideline paper being submitted.
3. The Under Secretary of State for Political Affairs will act on these drafts and authorize the Executive Secretariat to distribute the draft guideline papers to the following agencies:
- a) for formal comment:
- | | |
|----------|-------------|
| Defense | Commerce |
| CIA | Interior |
| Treasury | Agriculture |
| USIA | Labor |
| HEW | Justice |
- b) for information:
- | | |
|-------------|-------------|
| White House | AID |
| Budget | Peace Corps |
4. Comments received from outside agencies will be sent by S/S to M, to the appropriate bureaus, and to S/P. The originating bureau, in consultation with the Office of the Under Secretary for Political Affairs, will undertake
- a) to incorporate comments to the extent feasible, and
- b) to secure such further clearance in the Department as necessary.
5. Before the prescribed target date for submission, the draft revised papers will be sent to the Under Secretary for Political Affairs through S/S for final approval prior to promulgation and subsequent publication.
6. In the event that substantial interagency differences still exist after every feasible effort has been made at the bureau level to resolve them, the Assistant Secretary of the originating bureau will be responsible for identifying the disputed issue to the Under Secretary for Political Affairs and may recommend:
- a) that the matter be brought to the attention of the Secretary of State in his weekly planning meetings;
- b) that the resolution of the matter be undertaken by interagency consultation at a higher level, or
- c) that the matter be referred to the National Security Council (with the concurrence of the Chairman of the Policy Planning Council) for determination by the President.

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7. The originating bureau will, after consultation with M, distribute the approved papers to the appropriate bureaus within the Department and to field posts. After consultation with M, S/S will distribute the approved paper to appropriate governmental departments and agencies.

DEPARTMENT OF STATE

EXECUTIVE SECRETARIAT

November 9, 1961

MEMORANDUM FOR: ALL ASSISTANT SECRETARIES

FROM: S/S - L.D. Battle *LDB*

Guideline Papers

The President on February 19, 1961 abolished the Operations Coordinating Board and stated:

. . . we will center responsibility for much of the Board's work in the Secretary of State. He expects to rely particularly on the Assistant Secretaries in charge of regional bureaus, and they in turn will consult closely with other departments and agencies. This will be our ordinary rule for continuing coordination of our work in relation to a country or area.

Correspondingly it was agreed that country and regional policy papers formerly prepared by the NSC Planning Board would be prepared by the Department of State, though some of exceptional security importance might still be submitted to the NSC before dissemination.

Accordingly the Department of State has been developing a series of policy and operations guideline papers intended to replace both NSC and OCB country and regional papers.

The following sets forth revised procedures for the preparation and submission of these papers:

1. The regional bureaus will be responsible for preparing guideline papers, for securing informal comments at the working level from other interested agencies, for obtaining the views of our embassies and for securing the clearance of all interested bureaus within the Department.
2. After full Departmental clearance at the bureau level, including AID and, as appropriate, the Peace Corps, has been obtained, papers will be forwarded, through S/S, in three copies to the Under Secretary and two copies to S/P, with a covering memorandum from the Assistant Secretary indicating:
 - a) clearances within the Department that have been obtained for the particular paper (If there is an undue delay in the clearance process, the paper should be forwarded with the points of disagreement indicated)

b) points

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- b) points of disagreement, if any, at the working level in other agencies, which can be expected to be the subject of comment by other agencies.
3. After the Under Secretary has made any necessary revisions and has approved a paper, the originating bureau will cut the mats and have 35 copies of the finished paper delivered to S/S for transmittal to the following agencies:
- a) for formal comment:

Defense	Commerce
CIA	Interior
Treasury	Agriculture
USIA	Labor
HEW	Justice

- b) for information:

White House	AID
Budget	

The bureaus will recommend any other governmental department or agency (in addition to those listed in paragraph 3a above) that should be given an opportunity to comment.

At this stage, the bureaus will also indicate to the Under Secretary which NSC paper or papers will be superseded by the guideline paper being submitted. The Under Secretary will recommend in his memorandum transmitting the new guideline paper to the White House that the President rescind the pertinent NSC paper or papers and that the other departments of government be so informed.

4. Following consideration of agency comments by the Under Secretary, S/S will return papers to the appropriate bureaus. The bureaus will undertake, as the Under Secretary directs, to resolve inter-agency differences reflected in the comments of other agencies, to secure such further clearances within the Department as are necessary, and to take any other necessary action in the light of the Under Secretary's review of the comments.
5. The papers will then be resubmitted to the Under Secretary, through S/S, for resolution of substantial inter-agency differences still outstanding, and for final approval, transmission to the President, promulgation, and publication. Three copies should be provided for the Under Secretary and two copies for S/P.

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6. The Counselor and Chairman of the Policy Planning Council will be responsible for recommendation to the Under Secretary (at the time papers are forwarded for final approval) regarding any unresolved differences over the papers which should be referred to the NSC for Presidential decision.
7. The responsible bureau will distribute the final, approved papers to interested bureaus within the Department and to field posts. S/S will distribute the approved paper to governmental departments and agencies.